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82-2836

DCI/ICS 82-4296
19 November 1982**MEMORANDUM FOR:** Executive Steering Group for Strategic Planning**FROM:** [REDACTED] Recording Secretary**SUBJECT:** Materials for 23 November 1982 Meeting**REFERENCE:** Memo from the DDCI, DCI/ICS 82-4268, dtd 9 Oct 1982

1. The DDCI has approved the attached agenda for next week's meeting of the Executive Steering Group. This meeting will be held from 1500-1600 hours

2. Also attached are short papers addressing eleven of the eighteen issues on the agenda. These issues are principally those you raised with me in our individual meetings over the past several months.

3. We recognize the agenda is quite lengthy, but those items which we are unable to address will be prime candidates for discussion at our next meeting which will probably occur in January. The group may wish to spend some time at next week's meeting discussing the general process for identifying strategic planning issues and bringing them forward for discussion.

Attachment:
a/s**SECRET**

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19 November 1982

EXECUTIVE STEERING GROUP FOR STRATEGIC PLANNING

AGENDA

23 November 1982

I. Introductory Remarks (Mr. McMahon)

25X1 **II. Status Reports--Ongoing Activities** **Staff)**

- A. Update of 1985 Intelligence Capabilities Study
- B. Presidential Interests
- C. Strategic Planning Methodology
- D. Manpower and Productivity
- E. Critical Technologies
- F. FYDP-NFIP Harmonization

25X1 **III. Future Issues** **Staff)**

- A. Telecommunications
- B. Computer Security
- C. Space Intelligence
- D. Threat from Friendly Weapons System
- E. Non-NFIB Contributions to Intelligence
- F. Intelligence Survivability
- G. Caribbean Basin and Latin America
- H. International Illegalities
- I. Nuclear Proliferation
- J. Third World
- K. Operational ELINT
- L. Support to National Programs

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16 November 1982

STATUS REPORT

Title: Update of 1985 Intelligence Capabilities Study

- Objectives:**
- o Revalidate basic 13 challenges
 - o Prioritize challenges and additive improvements
 - o Examine progress since initial study
 - o Assess quality of throughput process for selected programs
 - o Develop timelines and cost-out each additive improvement
 - o Provide input for FY 85 DCI Goals and Objectives
- Status:**
- o Planning Working Group established; initial meeting scheduled for 1 December 1982
 - o Draft terms of reference/methodology developed
 - o Prioritization of challenges under way by IPC; results due to OP by 30 November 1982
 - o Milestones established

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CONFIDENTIALDCI/ICS 82-4285
10 November 1982**MEMORANDUM FOR:** Chairman, Intelligence Producers Council**FROM:** [redacted]
Director, Office of Planning**SUBJECT:** Update of 1985 Intelligence Capabilities Study--
Prioritization of Challenges

1. The purpose of this memorandum is to confirm and clarify the role of the Intelligence Producers Council in prioritizing the thirteen "challenges" of the 1985 Intelligence Capabilities Study as an essential contribution to the update of this study which is a major objective of our 1982-83 strategic planning cycle. [redacted]

2. Eleven of the challenges are substantively oriented in the sense that they are legitimate concerns of US policymakers. The remaining two--manpower talent and productivity and intelligence communications--might better be viewed as organizational challenges to be faced independently of the external policymakers. Consequently, we would ask that the IPC accept as its task a prioritization of the first eleven challenges leaving to the Planning Working Group the responsibility for addressing the remaining ones and interleaving them with those from the IPC for consideration by the Executive Steering Group. In these efforts, both the IPC and the Planning Working Group should assume they have the latitude to substitute one or more new challenges in place of existing ones and to define the precise manner in which the priorities will be expressed e.g., a rank-ordered list vs. three or so categories. [redacted]

3. Once the priorities of the challenges have been agreed upon, the programmed and additive improvements will be reexamined in terms of their contributions to these ordered challenges and from this a sense of the relative importance of the various improvements will be extracted. Areas where further improvements appear to be needed may be identified as well if, for example, some of the higher priority challenges reflect limited contributions from the improvements already programmed. [redacted]

4. We appreciate your support to this important effort. In order to meet the deadline for preparing the DCI's Goals and Objectives for FY 1985, which must be published in January 1983, the IPC's response should be available by 30 November 1982. [redacted]

[redacted]

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STRATEGIC PLANNING ISSUE

Title: Presidential Interests

Concerns: o Presidential directive to focus on HUMINT, analysis, and counterintelligence

Background: o 1985 Capabilities Study submitted to President in January 1982.
o President identified three areas for special attention: HUMINT, analysis, and counterintelligence
o These three topics will comprise the focal points for the DCI's Annual Report to the Congress

Decision Element: None

Desired Results: o Annual Report to the President and Congress by the end of January

Status: o Terms of Reference approved by DCI and delivered to NFIB members
o Agency project officers identified
o Preparation of reports underway

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19 November 1982

STRATEGIC PLANNING ISSUE

Title: Strategic Planning Methodology--Private Sector Planning

Concerns:

- o Community planning inwardly directed and limited in scope
- o Public sector investment decisions reactive rather than proactive
- o Need to avoid surprises

Background:

- o 1985 Capabilities Study created through Community effort
- o Study well-received by the President
- o Independent perspective needed to validate Community study

Decision Element: None

Desired Results:

- o Composite private sector view of key planning issues
- o Array of private sector responses to planning issues
- o Insight into alternate planning methodologies

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STRATEGIC PLANNING METHODOLOGY -- LONG-RANGE PLANNING ARCHITECTURE

1. More strategic planning issues have been identified by the Intelligence Community than it can manage under the current annual planning architecture with any hope of consistent quality. The issues themselves are such that they demand an array of responses ranging from new investments to organizational/procedural/personnel changes in order to effect a solution. The planning process requires a mechanism for incorporating new initiatives into Community investment plans. To accomplish this transition from problem recognition to a proposed investment strategy, we believe that a three-phase program incorporating the following steps must be adopted:

Phase 1 -- Identify

- o Identify Community planning issues;
- o Rank those issues in order of priority;
- o Dispose of the issues;

Phase 2 -- Investigate

- o Task an appropriate body to study specific issues;
- o Report on findings and recommendations;

Phase 3 -- Implement

- o Design an investment strategy; and,
- o Integrate into existing investment plan.

2. To qualify for Community consideration, a planning issue must meet certain criteria:

- Wagner* →
- o It must have Community-wide relevance in that it requires a coordinated response by more than one Program Manager, or that the actions or inactions of one Program Manager will impact on the Community at large;
 - o It may be internal or external in nature;
 - o It should require an orderly, Community response; and
 - o It should be open to the application of some degree of influence by the Community.

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3. The issues, themselves, may encompass the full range of Intelligence Community concerns. These could include, but not be limited to, such areas as:

- o Substantive international or global affairs (Caribbean Basin);
- o Changes in the external collection environment (collection denial);
- o Changes in the internal environment (tasking, processing, analysis, and reporting);
- o Significant technical capabilities (new collection system);
- o Organizational and procedural administrative concerns (pay cap); and
- o Domestic social and political trends (public attitudes regarding intelligence).

4. The Community probably can address no more than a half-dozen issues at one time, depending on the nature of the issues being proposed and those already under study and hope to produce anything worth while. Thus, there is the need to rank the issues in order to insure that the limited number of studies include those deemed most important. Three parameters are recommended: probability of occurrence; severity of impact; and timing. The ranking process would help to determine the disposition of issues which could range from holding to await greater clarification to assigning it to an appropriate Community body for study.

5. The investigative stage would begin with an unambiguous statement of the problem, a recommended line of investigation, a call for a specific recommendation, and a preferred schedule. The responsibility for investigating the issue would be assigned either to an existing institutional entity or an ad hoc "problem" working group with a preference for the former. The core responsibility of the investigative body would be to propose specific, comprehensive, and actionable recommendations intended to address the full scope of the issue.

6. With the investigations in hand, the next sequence of decisions should lead to implementation steps based on specific remedies that include management, manpower, or equipment solutions. Each proposal would be tracked through the intelligence cycle from tasking to collection, processing, analysis, and dissemination for a full display of the consequences of an investment decision. At this point, the remedy or remedies generated in response to an emerging issue would be integrated into the list of outstanding capabilities awaiting incorporation into the NFIB long-range investment plan.

7. The Executive Steering Group for Planning would oversee the management of an issue from its emergence to its resolution and would be supported in that process by the OP. Thus, OP would collect emerging issues and propose strawman ranking models to the Executive Steering Group. The Executive Steering Group would then dispose of them. Appropriate investment

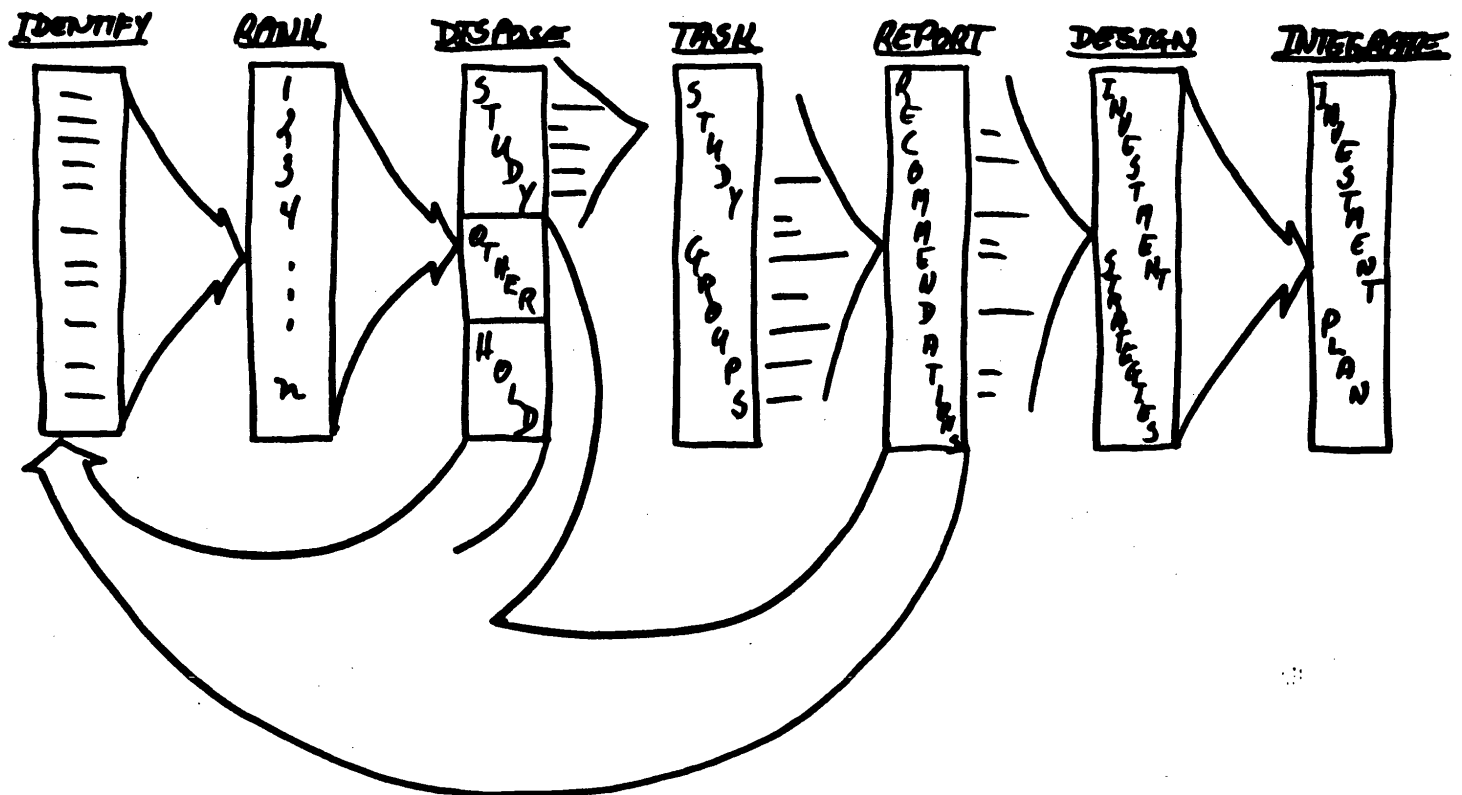
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strategies would be generated in cooperation with OPBC and the Program Managers for integration into the NFIB long-range investment plan. The identification and investigation phases should occur more or less continuously with review/disposition by the Executive Steering Group occurring quarterly. Once a year, and in phase with the budget cycle, the long-range investment plan would be published and disseminated to the Community.

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← IDENTIFY ————— ✱ — INVESTIGATE — ✱ — IMPLEMENT ————— →



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STRATEGIC PLANNING ISSUE**Title: Manpower and Productivity Initiative**

- Concerns:**
- o Rebounding from period of manpower drawdowns
 - o Some skills sought in high demand in the private sector, others not readily available
 - o IC a small player in manpower market
 - o Increasing demands and limited manpower growth potential
- Background:**
- o One of thirteen 1985 Capabilities Study Issues
 - o Community initiatives uncoordinated and uneven
 - o Little opportunity to respond with financial incentives
 - o Progress increasingly dependent on external factors
- Decision Element:**
- o Long-term outlook for supply of critical skills
 - o Trends in internal demand for critical skills
 - o Implications for hiring, retaining, and retraining for critical skills
 - o Implications of automated office technologies
- Desired Results:**
- o Sharing of Community manpower problems and solutions
 - o Recommend appropriate Community-wide initiatives to DCI
 - o Recommend office automation investment strategy
- Status:**
- o Three standing committees--STAP, FLTC, and IPC--are investigating scientists/engineers, linguists, and area specialists respectively
 - o Presently studying future supply of skilled manpower and Community demand
 - o Report due by February 1983 to be used as basis for interviewing line managers
 - o Report of management perceptions and recommendations to be used as basis for manpower report to the DCI by 1 July 1983

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STRATEGIC PLANNING ISSUE**Title:****Critical Technologies****Concerns:**

- o Although the Intelligence process is perceived to be technology driven (with HUMINT and analysis as principal exceptions) no coherent technology thrust or investment strategy exists.
- o A technological cutting-edge cuts both ways--sometimes it helps, other times it hurts; it's only a matter of time
- o Technology offers promise of relieving if not displacing some manpower-intensive tasks, but so far more promise than product.
- o The US/Western technological advantage must be made to produce a preferential operational advantage over the offsetting USSR/PACT investments in people and equipment.
- o The NFIP RDT&E programs are not reviewed or driven by an Intelligence Community "Chief Engineer" for competence, completeness and priority.

*cf. need to review
R&D efforts*

Background:

- o The 1985 Capabilities Study has been reviewed by the IR&DC and specific recommendations offered.
- o The 1983 Long Range Strategic Planning effort extends the time horizon into the 1990s to allow current technology initiatives to come to fruition and advance into actual operation and to present "imponderable problems" that will materialize in the post-1990 time frame.

Decision Element:

- o None

Desired Result:

- o A DCI Technology Investment strategy that takes full advantage of current and maturing DoD/IC research efforts and melds them into a coherent program that fully considers the newly emerging challenges over the longer time frame.

Staff Proposal:

- o Drive the longer range Critical Technologies planning effort with the near-term IR&DC assessment and recommendations.

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STRATEGIC PLANNING STATUS REPORT

Title: FYDP-NFIP Harmonization

Objectives:

- o Improved ability to examine DoD and non-DoD Intelligence Community resources by means of common data categories and formats
- o Improved understanding of long term resource constraints facing the Intelligence Community
- o Greater Intelligence Community awareness of DoD resource tradeoffs which impact DoD portion of Intelligence budget

Status:

- o DoD-ICS MOU in preparation
- o Contract executed with Systems Planning Corporation
- o Contractor preparing schematic initial data displays to assist in defining data required
- o Candidate issues to be examined defined

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STRATEGIC PLANNING ISSUE**Title:** Telecommunications

Concerns:

- o Outdated technology
- o Vulnerability
- o Reliance on multiple-user assets
- o Insufficient capacity to meet future needs

Background:

- o Various aspects studied extensively
- o Has coped reasonably well in past
- o Incremental improvements programmed and underway
- o Treatment of requirements fragmented
- o No long-range coherent investment strategy apparent

Decision Elements:

- o More study of problem? Who, what, when?
- o Formulation of investment strategy--who, how, when?
- o Contractor involvement? Funds?

Desired Results:

- o Joint IC-DoD long-range investment strategy

Staff Proposal:

- o Appoint small study team of IC and DoD representatives to prepare Terms of Reference for in-depth study of intelligence telecommunications
- o Study Team work under auspices of Planning Working Group
- o Study Team report to ESG at next quarterly meeting

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STRATEGIC PLANNING ISSUE

Title: Telecommunications

Concerns: Intelligence Community communications are largely based on outdated technology increasingly subject to failure and difficult to maintain, with suppliers reluctant to manufacture some older equipments.

IC communications may not be sufficiently survivable to assure adequate levels of performance in periods of multiple crises, theater war, general/war nuclear war, and reconstruction.

IC communications rely in part on multiple-user systems which are controlled outside the IC and under severe priority competition may be withdrawn in times of crisis or war.

Projected capacity of IC communications may not be adequate to meet predicted needs for staff communications, agent communications, and interrogation of remote sensors.

Background: Intelligence Community telecommunications is a subject of long standing concern to all principal elements of the Intelligence Community. It has been investigated by Congress, scrutinized by the PFIAB, highlighted in the budget process, and is prominent in four recent or ongoing studies--the 1985 Intelligence

25X1 Capabilities Study, the NSDD-13 Nuclear Weapons Master Plan of
25X1 the DoD, the Continuity of Government planning effort, and the
Congressionally induced study [redacted]

[redacted] conducted under the auspices of
William O. Baker, former Chairman of Bell Telephone Laboratories.

In spite of perceived weaknesses in the IC telecommunications structure, it has certain inherent strengths which have enabled it to cope satisfactorily with a variety of serial crises such as the Iranian hostage situation, the invasion of Afghanistan, and unrest in Poland. However, this structure has never been exercised rigorously with large scale military operations to determine its level of performance during periods of heightening multiple crises leading into theater or general war or under conditions of hostile jamming or physical attack.

25X1 A number of incremental improvements to the IC's
25X1 communications structure have been programmed through the
remainder of the decade. A current recapitalization [redacted]
[redacted] leading to a total upgrade
plus the small allocation from the DoD's MILSTAR satellite
communications system will improve individual segments of the
overall Governmental communications system. Moreover, three of
the studies cited earlier independently offer recommendations for
additional improvements.

Notwithstanding the above efforts, there does not appear to exist a long-range coherent investment strategy for IC telecommunications which addresses the weaknesses of the total system subject to realistic budgetary limitations.

Decision Elements:

Is additional study of the problem required before developing a plan of attack? Possible topics include:

- o inventory of current IC assets (IHC/BDM Study);
- o summary of programmed improvements;
- o review of performance during recent stress periods; and
- o evaluation of programmed improvements in meeting future requirements.

If additional study of the problem is required, who should do it, when should it begin, and when should it be finished?

When the problem is defined satisfactorily, should a means for addressing it be formulated or should it simply be monitored for an additional period?

If a means for addressing the problem is to be formulated, who should do it, when should it begin, how should it be done, and when should it be finished? In addressing who should do it and how should it be done, the following items should be included:

- o is there a logical place for the problem to be assigned or does a "problem manager/organization" need to be created?
- o is contractor support required and if so are the necessary funds available?

Desired Results:

What is the ultimate goal of the efforts defined above and how will it be attained?

Strawman proposal:

Intelligence Community telecommunications are so crucial and so expensive that they warrant immediate increased attention. Further knowledge of current capabilities and the adequacy of programmed improvements is required followed by the formulation of a long term investment strategy.

We propose that primary responsibility for conducting a structured examination of IC telecommunications be assigned to an ad hoc Interagency Telecommunications Working Group (ITWG) co-chaired by a senior representative of the Intelligence Community Staff and the Assistant Deputy Under Secretary of Defense for Intelligence, and comprising representatives from ICS, CIA, State DoD/DUSDR&E (C3I), NSA, DIA, DCA, the Office of the Manager of the National Communications Service, and the National

Intelligence Emergency Support Office (NIESO). This group will perform the overall integration of contributing analyses, and will draft the recommended architecture and investment strategy. Interagency Telecommunications Working Group will be supported by subgroups as appropriate.

The ITWG will provide a report to the Executive Steering Group for Strategic Planning by December 1983 detailing the results of the overall study effort including communications requirements to meet the Intelligence Community's needs over the next decade plus an investment strategy with options to support these needs. Significant findings of the ITWG will be provided to the Executive Steering Group as they become available. The ITWG, in consultation with the IHC, the Office of Assessment and Evaluation, the DoD's NWMP Intelligence Working Group, and the NIESO, will establish a reporting schedule for the various phases of the study to enable it to meet the target date for the final report.

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STRATEGIC PLANNING ISSUE**Title:****Computer Security****Concerns:**

- o Extent of computer security problem not fully known
- o Problem may get worse with growth in numbers of large data bases and interactive networks
- o Theory of computer security not nearly as advanced as that of communications security
- o Metrics for computer security not well developed
- o Community-wide computer security program not fully established, e.g. no DCI-SecDef MOU
- o NSA-led computer security program facing budget strictures
- o Computer vendors not uniformly serious about computer security

Background:

- o Computer Security Center (CSC) for DoD in existence at NSA with strong ties to military services
- o "Pockets of Competence" in computer security exist in private industry and academia
- o IC computer security matters come under Computer Security Subcommittee of NFIB's Security Committee
- o CSC budget approximately \$22 million for FY-84
- o Director, CSC, preparing briefing for DDCI

Decision Element:

- o Immediate remedial attention vs. delayed long-range effort.

Desired Results:

- o Credible Community-wide computer security program

Staff Proposal:

- o Appoint study team led by Security Committee representative and including representatives from the Counterintelligence Staff and the Information Handling Committee
- o Study team validate concerns and present proposal for preparing a Community-wide plan for addressing concerns for approval at next quarterly meeting of ESG.

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AGENDA

COMPUTER SECURITY PRESENTATION

TO THE

EXECUTIVE STEERING COMMITTEE ON LONG RANGE PLANNING

Strategic

I. Current Posture: The role of computer security in information protection.

Security policy, technical measures, and operational practices used to safeguard information resources in the Intelligence Community.

II. Security Assessment: "Health" of representative operational information systems and networks baselined with respect to security practices employed to attain requisite level of protection. Comparative evaluation of generic computer security posture to that of COMSEC.

III. Future Prospects: Trends in the nature and scope of intelligence data handling and dissemination. Their computer security implications vis-a-vis threat projection and networking trends.

IV. Closing the Gap: Topics for further consideration.

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COMPUTER SECURITY PRESENTATION

TO THE

EXECUTIVE STEERING COMMITTEE ON LONG RANGE PLANNING

Current Posture

- Evolution of protective measures
- Information security policy in effect in the National Security Sector.
- Threat (internal vs external)
- Representative intelligence data handling, systems/networks
- Information security measures employed
- Vulnerable elements
- Security trade-offs
- Exposure level
- On-going enhancement efforts

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COMPUTER SECURITY PRESENTATION

TO THE

EXECUTIVE STEERING COMMITTEE ON LONG RANGE PLANNING

Security Assessment

- Relevant factors
- Security model
- Weak links
- Computer security vis-a-vis COMSEC: a historic comparison
- Conclusions

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COMPUTER SECURITY PRESENTATION

TO THE

EXECUTIVE STEERING COMMITTEE ON LONG RANGE PLANNING

Future Prospects

Greater use of computer resources to support multilevel security in the intelligence process for:

- Data labeling
- Access control
- Product release
- Fusion
- Resource sharing
- Networking intra C.O.I. and inter C.O.I.
- Auditing
- Data Base Management

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COMPUTER SECURITY PRESENTATION

TO THE

EXECUTIVE STEERING COMMITTEE ON LONG RANGE PLANNING

Closing the Gap

Topics for further consideration:

- Initiatives for the long-term
- Unified computer security policy for the National Security Sector.
- Uniform standards for product and system evaluations and accreditation procedures
- Stimulating the industrial sector
- Disclosure and export control
- Offense vs defense

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19 November 1982

STRATEGIC PLANNING ISSUE

Title: Space Intelligence Master Plan

Concerns:

- o Growing Soviet Space Program
- o ASAT Threat
- o Space Based Weapons
- o Military Command and Control

Background:

- o Presidential Space Policy
- o Secretary of Defense's DoD Space Policy
- o Secretary of Defense through USD(P) tasked DIA "in cooperation with all elements of the Intelligence Community to prepare Space Intelligence Master Plan"
- o DDCI directed the Intelligence Community Staff to bring study into the Community-wide long range strategic planning process providing the subject with enhanced priority and support.

Decision Element:

- o Confirm relative priority of topic for inclusion in current planning activity
- o Approve Community-wide forum as appropriate and accept consequent time delay in study schedule

Desired Results:

- o Identification of specific intelligence support requirements for USAF Space Command
- o Assessment of current and projected Community efforts to satisfy established Space Intelligence requirements
- o Long term plans necessary to correct identified deficiencies

Staff Proposal:

- o Confirm Space Intelligence Master Plan as valid subtopic in 1982-83 Long Range Strategic Planning effort.

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STRATEGIC PLANNING ISSUES**Title:** Friendly Threats**Concerns:**

- o We have met the enemy it is us
- o US and allied countries' weapon systems including radar and electro-optic sensors and seekers are becoming increasingly available to both hostile and potentially unstable friendly nations. US military forces may again face the prospects of direct encounter with US weapon systems, as in the Iranian hostage situation or the weapons of France, UK, FRG, etc., in any Mid-east war.

Background:

- o The increased sales of modern US and NATO weapon systems to virtually every country in the non-Warsaw Pact family of nations significantly increases the uncountered threat to US Forces.
- o Policy restraints as well as an understandable reluctance to overtly and aggressively gather intelligence on friendly countries' weapons in order to build effective countermeasures has prevented any meaningful program.

Decision Element:

- o Establish the policy and charter to collect and bread board effective countermeasures to US and NATO weapon systems being sold or delivered to Third World forces.
- o Create and fund a closely held tri-service program to execute that policy and charter.
- o Direct a special access study of scope and probable cost of the Friendly Threat program.

Desired Result:

- o At a minimum, generate a sound basis for understanding the seriousness of the problem and the difficulty of the suggested solution.
- o Establish a consensus-supported program to reduce the more obvious threats to US forces in all high-risk scenarios.

Staff Proposal:

- o Direct a joint DoD/IC special access study group to:
 - scope the Friendly Threat problem
 - identify intelligence requirements
 - develop specific countermeasures recommendations against high-risk weapon systems.

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STRATEGIC PLANNING ISSUE

- Title:** Non-NFIB Contribution to Intelligence
- Concerns:**
- o Significant government information collection resources reside outside the Community
 - o State, Agriculture, Commerce, Treasury are examples
 - o They do not report routinely to the Community nor do they accept tasking from it
 - o Similar conflicts exist between Community and non-Community analytical offices
- Background:**
- o Intelligence liaison offices exist in such non-member departments as Commerce; other non-member departments have no such offices
 - o Non-member independent analytical offices within NFIB vary greatly in size and scope of operations
 - o Communications between policy agencies and their departmental intelligence arms and the Community at large varies considerably
- Decision Elements:**
- o Amount of effort devoted to issue recognizing lack of influence over non-Community elements
- Desired Results:**
- o Improved flow of useful information from non-Community elements resulting in better intelligence for them and others
- Staff Proposal:**
- o Monitor current efforts, such as improved secure communications to expand flow of information

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